

Message Text

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ACTION ACDA-10

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S E C R E T USNATO 5985

E.O. 11652: GDS

TAGS: PARM, NATO, MBFR

SUBJ: MBFR: WORKING GROUP STUDY OF SUB-CEILING ARRANGEMENTS
AND FLEXIBILITY

REF: (A) USNATO 5867 DTG 281725Z OCT 75, (B) STATE 248478
DTG 182053Z OCT 75, (C) STATE 260093 DTG 032231Z NOV 75,
(D) STATE 224206 DTG 192125Z SEP 75 (E) STATE 256856 DTG
300008Z OCT 75, (F) USNAT 5575 DTG 141415Z OCT 75.

1. MBFR WORKING GROUP ON NOVEMBER 4 HELD FIRST READING OF
DRAFT TEXT OF WG STUDY OF LIMITED FLEXIBILITY ALLOWANCES FOR
US AND SOVIET FORCES FOLLOWING PHASE I REDUCTIONS AND FOR
"NO INCREASE" COMMITMENT BETWEEN PHASES (REF A).

2. FRG REP (SCHONFELDER) SAID HIS AUTHORITIES WELCOME TEXT
OF STUDY. HE REQUESTED ONLY THAT PHRASE "LIMITED FREEDOM
TO MIX" IN PARAS 5 AND 8 BE CHANGED TO READ "LIMITED FREEDOM
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TO TRANSFER".

3. CANADIAN REP (BARTLEMAN) SAID HIS AUTHORITIES ACCEPT
DRAFT AS BASIS ON WHICH TO WORK. OTTAWA CONTINUES TO WORRY

ABOUT LACK OF SOLID MILITARY BASIS TO SUBSTANTIATE TO THE EAST FIGURE OF 20,000 AS OVERALL FLEXIBILITY ALLOWANCE. THIS SAME CONCERN WILL APPLY TO THE 5,000 FIGURE SUGGESTED IN THE SPC BY THE US (REF B) AS A LIMITED POST-PHASE I ALLOWANCE FOR US AND USSR. WG CHAIRMAN (SMITH) REPLIED THAT OVERALL FIGURE OF 20,000 WAS DERIVED PRIMARILY FROM DETERMINATION OF WHAT LEVEL OF ALLOWANCE TO EAST WOULD BE MILITARILY TOLERABLE TO ALLIES.

4. US REP (COLIN) ASKED THAT FIGURE IN PARA 4 OF TEXT BE CHANGED FROM "PLUS/MINUS 3,200" TO "PLUS/MINUS 5,000" (REF C). IN RESPONSE TO CANADIAN CONCERN, HE SAID DETAILED RATIONALE FOR SPECIFIC FIGURES FOR FLEXIBILITY ALLOWANCES SEEM UNNECESSARY AND COULD COMPLICATE DISCUSSIONS WITH EAST.

5. UK REP (GERATHY) SAID ONLY REASON UK HAD WANTED WG TO EXAMINE LIMITED FLEXIBILITY ALLOWANCES FOR US/SOVIET FORCES AND TIME BETWEEN PHASES WAS THAT ORIGINAL US SUGGESTION (REF D) APPEARED TO UK TO SUGGEST THAT SUCH LIMITED ALLOWANCES MIGHT BE CUMULATIVE. SUBSEQUENT US EXPLANATION THAT INTERIM ALLOWANCES WOULD BE INCLUDED IN OVERALL FIGURE OF 20,000 (REF E) REMOVED THIS FEAR. HE BELIEVED WG STUDY SHOULD FOCUS ON THREE MAIN POINTS: FIRST, TO MAKE CLEAR THAT INTERIM FLEXIBILITY ALLOWANCES WOULD BE PAR OF THE POST-PHASE II FINAL FIGURE OF 20,000, NOT CUMULATIVE WITH IT; SECOND, WITHIN THE 20,000 ALLOWANCE, 5,000 WOULD BE SET AS ALLOWANCE FOR US/SOVIET FORCES POST BOTH PHASE I AND PHASE II; AND, THIRD, THAT THE BALANCE OF THE OVERALL ALLOWANCE OF 20,000 WOULD APPLY TO THE REST OF NATO AND WP.

6. UK REP SAID HE WAS NOT CONVINCED BY DRAFT TEXT THAT THERE IS NO NEED FOR FLEXIBILITY ALLOWANCE FOR PERIOD BETWEEN PHASES. EVEN THOUGH ALLIES HAVE NO KNOWN RESTRUCTURING PLANS, THERE IS NO GUARANTEE THAT THE TIME BETWEEN PHASES WILL BE SO SHORT AS TO PRECLUDE THE POSSIBILITY OF RESTRUCTURING REQUIREMENTS ARISING. HE FELT WG SHOULD EXAMINE POSSIBLE REQUIREMENTS FOR TIME BETWEEN PHASES. US REP SUPPORTED IDEA THAT WG SHOULD
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CONSIDER NEED FOR POSSIBLE FLEXIBILITY ALLOWANCE BETWEEN PHASES USING POINTS IN PARA 2C OF REF C.

7. UK REP SAID EQUAL FIGURE OF 5,000 FOR BOTH US AND SOVIETS MIGHT BE UNACCEPTABLE TO USSR WHICH WOULD PROBABLY DEMAND UNEQUAL ALLOWANCE FIGURES SINCE SOVIET FORCES ARE LARGER THAN US AND FURNISH LARGER PERCENTAGE OF WP FORCES. US REP AGREED SOVIETS MIGHT DEMAND UNEQUAL ALLOWANCES, BUT SAID THIS WOULD BE LARGELY A POLITICAL QUESTION TO BE ANSWERED BY SPC WHENEVER SOVIETS MAKE SUCH DEMANDS. UK REP REPLIED THAT WG SHOULD AT LEAST LOOK AT ISSUE AND PROVIDE TECHNICAL APPRECIATION OF WHAT RANGE OF DIFFERENCE ALLOWANCES MIGHT BE MILITARILY TOLERABLE TO ALLIANCE. US REP SAID THIS ISSUE WAS

STILL QUITE FAR OFF AND NEED NOT BE ADDRESSED NOW.

8. MBFR STAFF REP (BIELDERS) ASKED IF TRANSFERS FROM AIR FORCE TO GROUND FORCE UNDER SOVIET ALLOWANCE WOULD HAVE TO BE MADE UP OF SOVIET AIRMAN, OR COULD NSWP AIR FORCES BE DISSOLVED IN ORDER TO CREATE SOVIET GROUND FORCES? US REP REPLIED THAT SINCE US AND SOVIET ALLOWANCES ARE TO BE IDENTIFIED AS EXISTING SEPARATELY, BOTH IN POST-PHASE I AND PHOST-PHASE II, IT WOULD SEEM THAT TRANSFERS TO SOVIET GROUND FORCES WOULD HAVE TO BE AT EXPENSE OF SOVIET AIR FORCES.

9. UK REP SUGGESTED THAT WG MEET AGAIN ON TUESDAY, NOVEMBER 11, TO CONSIDER FLEXIBILITY ALLOWANCE STUDY. HE SAW STUDY AS URGENT SINCE AGREEMENT ON PARA 16 OF ALLIED POSITION PAPER ON OPTION III WOULD DETEND UPON WG STUDY. US REP SAID US APPROVAL OF SPC MANDATE TO WG HAD BEEN MADE ONLY ON UNDERSTANDING THAT MAKING OF THE OFFER OF INCLUSION OF AIR MANPOWER IN THE COMMON CEILING WOULD NOT BE HELD UP BY WG STUDY (PARA 7, REF F). HE COULD AGREE THAT WG SHOULD MEET NOVEMBER 11, BUT NOT THAT WG STUDY MUST NECESSARILY BE COMPLETED BEFORE PARA 16 OF POSITION PAPER COULD BE AGREED. WG CHARMAN AND IS REP (GUSSMAN) AGREED WITH US INTERPRETATION OF SPC MANDATE. CANADIAN REP THOUGHT HIS AUTHORITIES WOULD AGREE WITH UK REP THAT WG STUDY MUST BE COMPLETED BEFORE PARA 16 OF POSIITION PAPER COULD BE AGREED. (COMMENT: UK REP'S UNDERSTANDING ON NEED TO COMPLETE WG STUDY PRIOR TO APPROVING ALLIED POSITION PAPER VARIES FROM INTERPRETATION OF UK REP TO SPC (BAILES).) MBFR STAFF GROUP PLANS TO ISSUE
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REVISED DRAFT OF TEXT ON NOVMEBER 6 WHICH WG CAN CONSIDER NOVEMBER 11. WE WILL SEND REVISED DRAFT AS SOON AS IT IS AVAILABLE. STREATOR

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